

USDA History Collection

III.2 Agency Memoranda

Agricultural Marketing Administration, Administrator's Memoranda. 1942

SEE ALSO:

War Food Administration, Office of Distribution, Director's Memoranda, 1942-1945, (also in Series III.2) which includes AMA Administrator's Memoranda from 1942.

The Agricultural Marketing Administration was consolidated within the Food Distribution Administration (later the War Food Administration, Office of Distribution) in December 1942.

This folder contains memoranda numbers 2, 3, 4, 16, 17, 20, 28, including some but not all supplements, revisions, etc.

U.S. D. A.

A.M.A.

March 24, 1942

Administrator's Memorandum No 2.
Supplement A.

All of the functions of the A.M.A.
listed in Secretary's Memorandum
994 are hereby assigned to the
Transportation and Warehousing Branch

anticipation of possible problems of production, processing, or distribution. 18/ Inevitably this research led to the consideration of possible future government regulation of food processing and distribution and the possible eventual establishment of a food administration.

The proliferation of operating wartime agencies from the National Defense Advisory Commission had by the spring of 1941 left the Agriculture Division and the Transportation Division the only remaining functioning sections of the National Defense Advisory Commission. The Office of Production Management established on January 7, 1941, had merged three of the seven divisions of the National Defense Advisory Commission. The Office of Price Administration and Civilian Supply had been created on April 11, 1941. The problem of the future organization and functions of the Agriculture Division was debated for two months, March and April 1941. The question of whether and where a food administration should be established was extensively explored. Commissioner Davis urged the President to establish an office of food supply as a nucleus for a food administration. 19/ The President replied that "it seems inadvisable just now to risk the alarm that might arise from a broad survey of agricultural supplies and such a survey seems to be unnecessary. For the same reason, I do not think we need to establish an office of food supply or a food administration at this time." 20/ On May 5, 1941,

U. S. D. A
A. M. A.

March 11, 1942.

Administrator Memorandum No 2.
Supplement B.

The functions and personnel
of the Marketing Divisions of the
Surplus Marketing Administration
are distributed among the
commodity branches of the
Agricultural Marketing Administration

(Original in National Archives, ^{Agriculture} Secretary's Records
~~Admin~~ Organization. - per J. M. P.)

license, ration, purchase and sell agricultural commodities. 12/
The committee's report was not acted upon and no major changes were made in the organization of the Department of Agriculture between the outbreak of war in Europe and Pearl Harbor.

The period from the first of November 1939 to February 1940 was a quiet one in the war theatre. While France enjoyed false security behind the Maginot Line, Britain rushed her defenses and Germany waged a "war of nerves." Americans began to talk about the "phony war" and public confidence in the nation's ability to remain unentangled grew. If the philosophy of over-abundance had been temporarily questioned by agricultural leaders, logic and world events had now reaffirmed and strengthened it. Even when Germany finally started a major offensive and proceeded with incredible speed from the conquest of the Scandinavian countries to the invasion of the low countries and France and the possibility of a German victory was realized, the effects on American agriculture were envisioned as a further curtailment of foreign markets. The picture presented at the 1940 outlook conference was gloomy:

It is to be anticipated therefore that . . .
the chances are that no considerable
restoration of our markets in the belligerent
countries will appear as long as the war
continues and we remain neutral. 13/

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

May 27, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement E

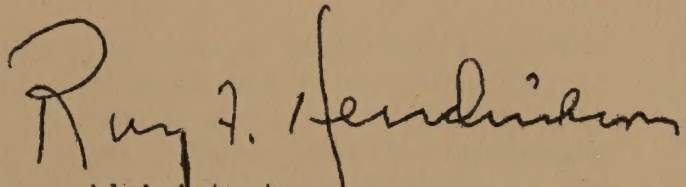
Functions of Marketing Reports Division in Regard to
Regional Information Activities

The Marketing Reports Division is responsible for informational activities in the field as well as in Washington, and commensurate authority is to be recognized. The informational work of regional men should be directed primarily toward the objectives of the Branches under which they operate, and Branch heads or Branch Regional Directors should continue to have general supervision over the work of the men in their organizations engaged in informational activities. On matters of general information policy, however, and on specific matters within its discretion, the Marketing Reports Division is expected to issue instructions either through the Branch heads, through the Regional Directors, or directly to information units.

Regional men engaged in informational work should get the approval of the Marketing Reports Division, either direct or through the Regional Directors or Branch heads under whom they operate, before issuing any printed or processed materials other than press releases and similar day-to-day material. This also applies to exhibits and to any articles that may be prepared for more than local dissemination.

When changes of personnel in field information units are to be made the advice and approval of the Marketing Reports Division should be obtained.

The Marketing Reports Division should be kept fully informed of the informational activities in the field in order that it may carry out its function of coordinating the entire informational activity of the Administration.


Administrator

DEPT. OF AGRICULTURE
RECEIVED

1942 MAY 28 AM 9 27

COMMODITY EXCHANGE
ADMINISTRATION

102-081

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

FILED
WITHOUT INDEXING

AUG 7 1942

PLEASE RETURN TO
MAIL AND FILES
Commodity Exchange Administration

August 6, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement G

Defining Functions of the Marketing Reports Division in
Connection With Market News Service

Administrator's Memorandum No. 2 assigned responsibility to the Marketing Reports Division "to provide current reports on market conditions for all farm commodities." In the functional description of each commodity branch provision was made that market news functions were to be under the general policy supervision of the Division of Marketing Reports. This memorandum is to define in more precise terms the division of responsibility between commodity branches and the Division of Marketing Reports.

Branch Chiefs have administrative responsibility and authority over the personnel of the market news services in their particular commodities but should cooperate with the Marketing Reports Division in carrying out the recommendations made by that division. In cases where the Branch Chief or Chiefs concerned and the Marketing Reports Division are in disagreement on such recommendations, the matter shall be referred to the Administrator or Acting Administrator.

1. The Marketing Reports Division shall make studies to ascertain the coverage of market reports for all commodities, the need and advisability of further coverage or revision of present coverage and recommend ways in which such extension or revisions may be made.
2. The Marketing Reports Division shall have general supervision over the style in which market reports are prepared for mimeographing, press and radio use in order to make our reports of continually increasing value to farmers, consumers, and others.
3. The Marketing Reports Division should study Federal-State agreements dealing with market reports and recommend adjustments to make possible wider coverage and more effective operations. Proposed changes in existing Federal-State agreements on market news, and new agreements, shall be submitted to the Marketing Reports Division for recommendation.

4. The Marketing Reports Division should from time to time make studies of the traffic carried by the market news leased wire and recommend revisions in this traffic in order that transmission of market reports might be expedited and facilities of leased wire used more effectively. The Administrative Services Division shall continue to be responsible for the physical plant of leased wire and its personnel but allocation of time and priorities of the leased wire shall be subject to determination by the Marketing Reports Division.

Ray F. Fenderson
Administrator

F-278

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D.C.

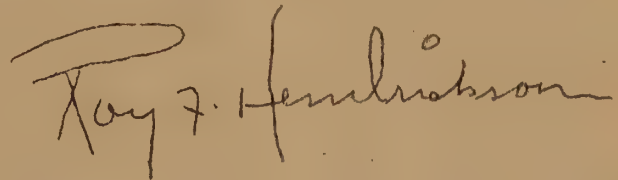
August 13, 1942

ADMINISTRATOR'S MEMORANDUM NO.2

Supplement H.

Responsibility for Textile Vegetable Fibers

Administrator's Memorandum No. 2 is hereby amended to include responsibility for marketing operations of textile plant fibers other than cotton, including abaca, sisal, henequen, hemp, jute, kapok, flax and ramie. This responsibility is assigned to the Cotton Branch.

A handwritten signature in dark ink, reading "Roy F. Henderson". The signature is written in a cursive style with a large, sweeping initial "R".

Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

August 31, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement I

Establishment of Field Organization of the Agricultural
Marketing Administration

The organization of the Washington activities of the Agricultural Marketing Administration was announced in Administrator's Memorandum No. 2 on March 9. Since that time a great deal of thought has been given to the question of how AMA's activities can best be administered in the field, and numerous field officials have been consulted on problems of field organization and relationships.

Naturally there is no single viewpoint, since the organizations which have been merged in the creation of AMA followed different patterns of field organization. Each of the former patterns cannot be continued if AMA is to have a form of organization designed to delegate increasing responsibilities to the workers in the field.

The difficulties of regional organization of the Administration have been fully discussed and are well recognized. The fact is inescapable that field operations must be more closely unified. The program functions not closely enough related to integrate automatically must be coordinated. It is essential to AMA as a functioning organization that someone be able to speak for it as a whole in the several regions. Whatever the distinguishing characteristic of various functions may be, every function of the AMA contributes to our broad and continuous assignment--to improve the system which moves the produce of agriculture into ultimate consumption. That improvement will not come from a single method or a single program--it requires instead many methods, many programs, so organized and so related that they move together in an orderly, sensible way.

It should not be necessary for people to come to Washington to do business with AMA simply because the business involves the activities of more than a single branch or division. Likewise AMA needs--and has--people whose job it is to apply the broad concepts of AMA region by region to area and regional problems of marketing.

We want to make the transition to regional administration with as few personal adjustments as possible. The changeover can be orderly and systematic, interfering as little as possible with the efficiency of day-to-day operations. If we work together cooperatively as I am sure we will, we will all recognize substantial improvement shortly.

Each person assigned duties as regional administrator will have three stages in the development of his functions.

Effective September 1 he will assume duties as regional administrator, after assigning any present duties he may have to an associate who shall be in charge of that activity on an "acting" or pro tem basis. The first duties of the regional administrator shall be to discuss with the leaders of the principal lines of work in his region their problems and suggestions. During this period, the regional administrator shall acquaint himself fully with the kind and types of work assigned to AMA in the region. During this period there will be no change in the normal line of responsibility of field workers to their superior officers.

Effective September 15 the regional administrators will assume responsibility, by appropriate delegations, for functions in the administrative management field for their regions, including personnel, information and general business management.

Effective September 15 the field functions of the Distribution Branch will be assigned to the regional administrator for supervision.

Effective September 15 the field functions of the Purchase Branch incident to the administration of Section 32 will be assigned to the regional administrator for supervision.

Subsequently, other duties incident to new or existing programs will be delegated to the regional administrator for supervision. Washington branch chiefs and other executives are expected to suggest to the Administrator such territorial realignments of their work as to facilitate orderly delegation of supervisory work to regional administrators as rapidly as practical.

In addition, regional administrators shall have as their functions for the territories assigned to each:

1. To serve as the Administrator's personal representative.
2. To assume general leadership for the AMA in relationship with other agencies of the Department, other agencies of Government, and the public.
3. To suggest and transmit suggestions of other AMA workers in the region for improving our programs, the quality of our service and economies in administration.
4. To carry out promptly and efficiently instructions and policies of the Administrator or his associates including the chiefs of branches and administrative divisions. To eliminate any possible conflicts in instruction, an appropriate system of communication from

Washington to the field will be established. Generally speaking, however, all branch chiefs will transmit instructions to the field as before except in cases where supervision for an activity has been specifically delegated to a regional administrator. Then instructions will go to the regional administrator, except where, with the consent of the regional administrator, instructions are to be transmitted directly to a specific field worker or group of workers.

The regional administrator shall maintain at regional headquarters as small a staff as possible, consistent with the necessity of discharging promptly and efficiently his responsibilities. The pattern of organization in the various regions shall be as nearly uniform as possible consistent with the need for some flexibility reflecting the differences between regions in problems and work load. The organizational pattern of each regional office and amendments thereto shall be approved by the Assistant Administrator in charge of administration.

Each regional administrator shall recognize as functions and shall assign a person in charge of not more than one of the following areas of work: general management and service functions; distribution; marketing reports, purchase; supervision of inspections; program analysis and appraisal. Subsequently as other functions are assigned, this paragraph may be modified on application to the Administrator.

The regional administrator shall recommend and the appropriate branch or division chief shall pass on employees to be assigned to such key posts by the Administrator.

Arthur C. Bartlett is designated Special Assistant to the Administrator to establish a system of communication to regional administrators, to clarify and reconcile any possible conflicts in instructions and to seek improvement in the operating efficiency of the field establishment.

An adjustment to a regional system of administration such as this memo contemplates cannot be made over night. As a consequence, it is desired that each question be disposed of as expeditiously as possible, and to assist in achieving that goal the regional administrators will be brought into a central meeting once monthly for the next several months at which time problems will be disposed of as promptly as possible and on a basis which will provide as uniform a pattern as is practical among all the regions.

The regions and headquarters for each follow, together with the regional administrator for each region:

Northeast: New England States, New York, New Jersey, Pennsylvania, Delaware, Maryland, West Virginia - headquarters at New York City - Buell Maben, Regional Administrator.

Southern: Kentucky, Tennessee, Virginia, North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi - headquarters at Atlanta - Col. James H. Palmer, Regional Administrator.

Southwest: Arkansas, Louisiana, Oklahoma, Texas - headquarters at Dallas - Lester J. Cappleman, Regional Administrator.

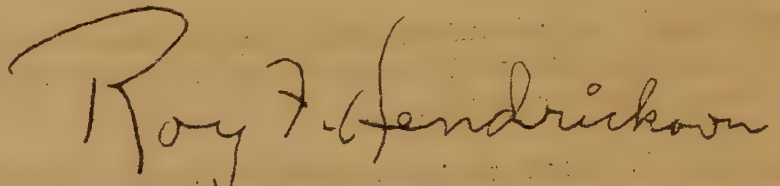
Rocky Mountain: New Mexico, Utah, Colorado, Wyoming, Montana, Idaho - headquarters at Denver - E. O. Mather, Regional Administrator.

Pacific: Washington, Oregon, California, Nevada, Arizona, Hawaii, Alaska - headquarters at San Francisco - Merritt A. Clevenger, Regional Administrator.

Midwest: North Dakota, South Dakota, Nebraska, Kansas, Missouri, Iowa, Minnesota - headquarters at Des Moines - effective September 24 J. S. Russell, Regional Administrator; September 1 to September 24 R. H. Mather, Acting Regional Administrator.

Great Lakes: Illinois, Indiana, Wisconsin, Michigan, Ohio - headquarters at Chicago - E. O. Pollock, Regional Administrator.

Puerto Rico and the Virgin Islands will be handled as a separate unit out of the Washington office. The head of this office will be announced subsequently.


Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

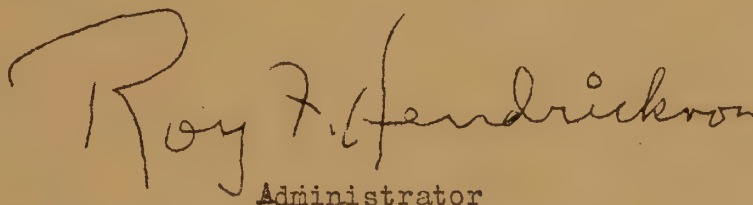
October 5, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement I

Map showing the Regional Reorganization of the
Agricultural Marketing Administration

Attached is a map showing graphically the regional reorganization of the Agricultural Marketing Administration, as described in Administrator's Memorandum No. 2, Supplement I.


Administrator

THE UNIVERSITY OF CHICAGO
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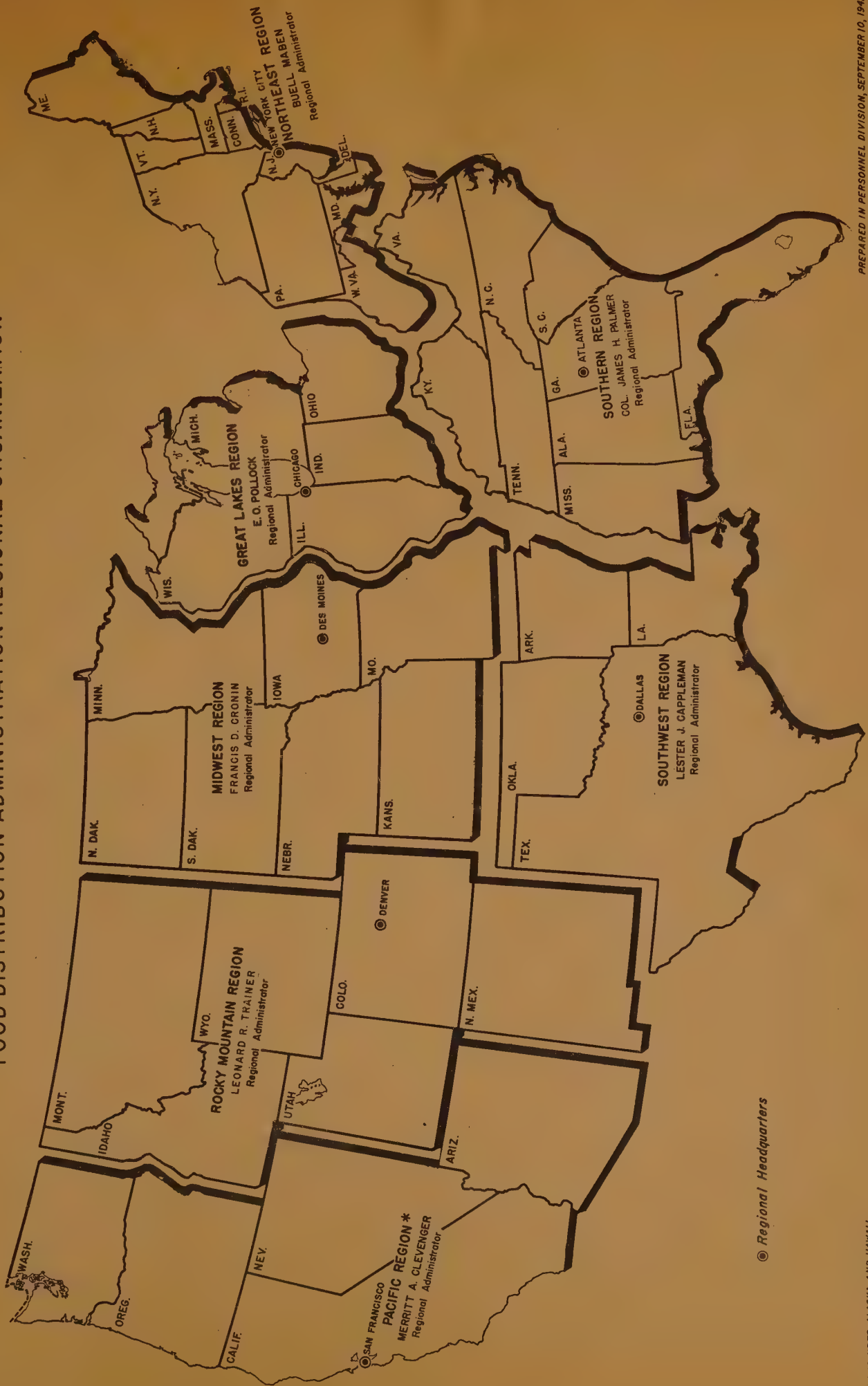
1967-1968

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1967-1968

FOOD DISTRIBUTION ADMINISTRATION REGIONAL ORGANIZATION



© Regional Headquarters

* INCLUDES ALASKA AND HAWAII

U. S. DEPARTMENT OF AGRICULTURE

PREPARED IN PERSONNEL DIVISION, SEPTEMBER 10, 1942

NEG. 572

FOOD DISTRIBUTION ADMINISTRATION

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

September 12, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement J

Establishment of, and Delegation of Authority for, Regional
Personnel, Administrative Services, and Fiscal Divisions

Administrator's Memorandum No. 2, Supplement I, establishing the regional organization of the Agricultural Marketing Administration provides that, effective September 15, the Regional Administrators will assume responsibility by appropriate delegation for functions in the administrative management field for their regions. The opportunities for effective administrative management in the regions as an adjunct to the total AMA program are great. It is the policy of the Administration to get this job done as close to where the work is being performed as possible.

The volume of work will vary from region to region, so that no hard and fast rules will be drawn for the number and grade of positions in each region. However, for the sake of uniformity and for adequate attention to management problems in each region there shall be established Personnel, Administrative Services, and Fiscal Divisions under the general direction of an Assistant to the Regional Administrator in charge of management.

Personnel

Authority is hereby delegated to the Regional Administrators to maintain a personnel service for all divisions and branches of the Administration which have offices within the physical boundaries of their respective regions.

All personnel files, records, and equipment which may at present be maintained in any of the various field offices of the Administration shall be placed at the disposal of the regional Personnel Division. In accordance with the provisions of Operational Instruction No. 7, the operating office will maintain only a skeleton record of the personnel in that particular office. The official personnel files, leave records, etc., will be maintained by the regional Personnel Division. Details of what records may be kept in the individual field office will be worked out between field office representatives and the regional Personnel Division.

The regional Personnel Division will have authority to deal directly concerning personnel matters with the appropriate persons in charge of the

various field offices, and in cooperation with such officers, is authorized to effect any personnel transactions which will contribute to improved personnel operations. The representative of the Agricultural Marketing Administration in charge of any field office should have authority to recommend to the regional Personnel Division that routine personnel actions be taken without prior approval of the Washington office of the appropriate branch or division.

The appointment of any person to a key position in any of the field offices will, of course, be submitted to the appropriate Washington branch or division for approval.

In order to expedite and improve the handling of personnel matters, the chief of each regional Personnel Division will be designated as a field employment officer with authority to consummate personnel transactions within limits permissible by law and Department regulations. The Regional Administrator and the Assistant to the Administrator will also be designated as field employment officers with authority to effectuate field personnel transactions. The authority so delegated under present limitations will enable the chief of the regional Personnel Division to make appointments, effect transfers, and approve promotions and separations for positions carrying salaries up to and including \$2300 per annum. This is in accordance with Secretary's Memorandum 603, Revised.

Additional responsibility will be lodged with the chief of each regional Personnel Division as rapidly as regulations permit.

Administrative Services

Authority is hereby delegated to the Regional Administrators to conduct the administrative services functions for all divisions and branches of the Administration which have offices in their regions. Chiefs of Administrative Services Divisions will procure space, supplies, equipment, and utilities services in their regions. Supplies will be secured through four regional warehouses located at New York, Chicago, San Francisco, Dallas, and through other designated warehouses. Regions not having supply warehouses will secure supplies from the regional warehouse through which it may most economically be done. Space will be secured in a region by issuance of invitations for bids upon specifications approved by the Administrative Services Division in Washington. Bids will be approved and contracts let in Washington for the present, but authority for approving bids for contracts under \$500 will be delegated when the regional offices are staffed to handle this work. Authority to negotiate contracts for securing utilities services will also be delegated subsequently. All requests for equipment will come to the Administrative Services Division in Washington because of the need for obtaining priorities. Duplication of regional documents will be done in the regions as much as possible and all distribution of regional documents will be handled through the regional office. All orders for printing and binding services will come to Washington because of the necessity for central approval. In unusual circumstances emergency printing and binding may be carried out in the field in conformance with

laws permitting such action and with the approval of the Administrative Services Division in Washington. Communications, messenger, and filing services will be maintained in the region in accordance with standards and recommendations established by the Administrative Services Division in Washington. Chiefs of the Administrative Services Divisions will maintain inventories of equipment and supplies located in the regional and field offices. Administrative service functions will be conducted in each region for all AMA activities in that region.

All personnel, records, files, and equipment now utilized in carrying out these activities in the present regions and field offices of AMA shall be transferred to the Regional Administrators. This transfer shall be worked out by the Assistants to the Regional Administrators in cooperation with the persons who are at present in charge of these activities in the field. These transfers shall be made on September 15, or as soon as possible thereafter.

Fiscal

Authority is hereby delegated to the Regional Administrators to conduct fiscal activities for the programs under their supervision, for such other programs in their regions as the Fiscal Branch in Washington shall determine. The regional Fiscal Divisions will be responsible for keeping accounts which will show the status of funds, including commitments, obligations, and balances. These accounts shall reflect both administrative and program expenditures, except for lend-lease program expenditures. (Lend-Lease accounts shall continue to be kept in the New York Program Accounting office.)

Regional Fiscal Divisions shall be responsible for assembling budget information and for reporting to the Regional Administrator on the status of allotments and expenditures. They shall also be responsible for preparing pay rolls and arranging for the distribution of all salary checks.

Regional Fiscal Divisions shall be responsible for all audit functions in their regions, including the accounts of AMA activities and the accounts of all agencies handling AMA funds. However, disbursements in connection with field activities which are now audited in the Washington office of the Fiscal Division will continue to be so audited. The present district audit offices will be consolidated with the regional Fiscal Division offices in all cases where, in the judgment of the Regional Administrator and the Chief of the Washington Fiscal Branch, this will contribute to the efficiency of the operations of the audit function in the region. As provided by law, the individual bonded certifying auditors have sole responsibility for all certifications for payment.

Standards for performing fiscal functions in the regions will be set by the Fiscal Branch in Washington to assure sufficient uniformity in the conduct of these activities. All personnel, records, files, and equipment now utilized in carrying out these activities in the present regions and field

offices of AMA shall be transferred to the Regional Administrators. This transfer shall be worked out by the Assistants to the Regional Administrators in cooperation with the persons who are at present in charge of these activities in the field. These transfers shall be effective on September 15, or as soon as possible thereafter, except that the allotments and accounts shall be transferred effective October 1, as provided in a separate memorandum.

Roy F. Hendrickson
Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

September 15, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement K

Revision 1

Delegation of Authority for Distribution Programs in
the Field to Regional Administrators

Effective September 15 the supervision and direction of the field activities of the Distribution Branch are assigned to the Regional Administrators pursuant to the provisions of Administrator's Memorandum No. 2, Supplement I. As of the above date the present regional boundaries are abolished and all personnel, properties, files, and records are transferred to the appropriate Regional Administrator. The division of personnel, property, files, and records shall be approved by both of the Regional Administrators affected in each case.

All duties, responsibilities, functions, and authorities previously exercised by the Regional Directors of the Distribution Branch in operating the school lunch, school milk, food stamp, and direct distribution programs in the field are hereby delegated to the Regional Administrators. These include, in addition to general administrative responsibility, the authority to execute sub-agreements under agreements executed by the Washington office of the branch with States regarding the operation of the programs; the authority to sign agreements in the name of the Administrator with sponsors of school milk programs, and to sign the certificates as the representative of the Secretary of Agriculture on vouchers filed in connection with claims for payment under the program.

Also included in the Regional Administrators' responsibilities is the authority to enforce the regulations of the food stamp program and, as they apply to food dealers, to issue Citations to Show Cause, Findings and Determinations, orders denying participation, and/or disallowing payment on improper claims supported by food stamps, orders dismissing proceedings, and orders of reinstatement, and to designate administrative examiners to conduct interviews or appearances in accordance with the applicable Rules of Procedure and Practice.

The Regional Administrators are hereby authorized to designate any officer or employee of the Agricultural Marketing Administration in their respective region to perform any of the above functions. Copies of all designations shall be forwarded to the Chief of the Distribution Branch in Washington.

The Regional Administrator shall conduct the distribution programs in accordance with such policy, methods and procedures as have been or may be prescribed by the Chief of the Distribution Branch. However, all significant changes in program policy shall be approved and announced by the Administrator. The Chief of the Distribution Branch shall provide for a continuing review of the program operations from the Washington office and may require such reports and records as he shall deem necessary.

The Chief of the Distribution Branch shall approve the appointment of the Chief of the Distribution Division in each of the regions.


Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

September 12, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement I

Establishment of, and Delegation of Authority for, Regional
Marketing Reports Division

Administrator's Memorandum No. 2, Supplement I, establishing the regional organization of the Agricultural Marketing Administration provides that, effective September 15, the Regional Administrators will assume responsibility by appropriate delegation for the conduct of marketing reports and other informational activities in their regions. Therefore, these functions are hereby delegated to the Regional Administrators and shall be performed by a Division of Marketing Reports.

Under the general policy direction of the Marketing Reports Division in Washington and under the supervision of the Regional Administrator, the Chief of the Marketing Reports Division in each region will direct within the region a program of public reporting for AMA, including informing the public in general, and farmers, farm and trade organizations, marketing specialists, consumers and other governmental agencies in particular, of the policies, programs, and services of the Administration through current informational releases, special reports and other media. He will direct and coordinate within the region the issuance of current market news and other marketing reports of a regional or local nature, and the Victory Food Special program of encouraging the commercial movement of farm products that are in heavy supply. He will also maintain liaison with other Government informational agencies in the area.

In performing these functions, the Marketing Reports Division in the region will have the responsibility for reviewing and editing special reports, releases, prepared talks, radio scripts, and other materials designed for public dissemination, and for making determinations with respect to their preparation and publication. Likewise, all matters relating to the preparation of radio transcriptions, film strips, movies, exhibits and other visual aids, including arrangements for obtaining photographs from commercial concerns or other Federal agencies, and determinations as to the distribution of AMA publications and visual aids should be referred to and cleared by the Marketing Reports Division in the region. However, nothing in this supplement shall be construed as changing the provisions contained in Administrator's Memorandum No. 2, Supplements E and G, except that Regional Administrator shall be substituted for Regional Director.

Roy T. Hendrickson
Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

September 12, 1942

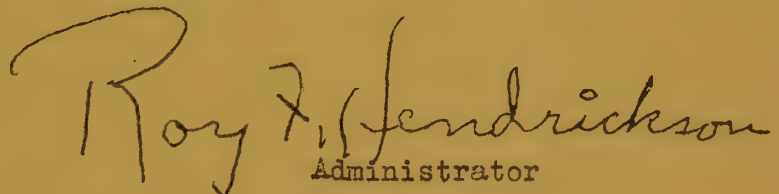
ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement M

Establishment of, and Delegation of Authority for, Regional Program
Analysis and Appraisal Division

Administrator's Memorandum No. 2, Supplement I, establishing the regional organization of the Agricultural Marketing Administration, provides that, effective September 15, the Regional Administrators will assume responsibility by appropriate delegation for functions in the field of program analysis and appraisal. Therefore, these functions are hereby delegated to the Regional Administrators and shall be performed by a Division of Program Analysis and Appraisal.

In addition to the responsibility for analyzing the total marketing picture in the region and appraising the effectiveness of AMA programs concerned with the problems involved in that total regional marketing picture, this Division shall secure for the Regional Administrators information regarding the various commodities produced or processed in the region, including processing, transportation, and storage facilities. The Division will obtain this information either from primary sources in the field or from the appropriate branches in Washington and will carry out assignments from time to time for the Program Appraisal Division in Washington. This division will assume the functions formerly exercised by the Economic Analysis Section in the regional offices of the Distribution Branch.


Administrator

1990

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

September 30, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement O

Organization of the Dairy and Poultry Branch

Effective immediately the operations of the Dairy and Poultry Branch of the Agricultural Marketing Administration will be administered through the following organization:

Tom. G. Stitts, as previously announced, will be Chief of the Dairy and Poultry Branch. William D. Termohlen and William C. Welden will serve as Assistant Chiefs of the Branch. Mr. Termohlen will be assistant chief in charge of poultry and Mr. Welden will be assistant chief in a general capacity.

The Dairy and Poultry Branch will be made up of five operating divisions: Inspection and Grading Division, Market News Division, Marketing Agreements Division, Poultry Products Division, and Dairy Products Division.

The Inspection and Grading Division will be headed by Roy C. Potts as chief. This division will be charged with all inspection and certification of dairy and poultry products in conformance with Federal grades and standards. Much of its work during the emergency will involve inspection and grading of the large volume of these products purchased by the Agricultural Marketing Administration for lend-lease and other war uses.

Leon M. Davis will be chief of the Market News Division. The primary responsibility of this division will be the collection and dissemination, under the general policies of AMA, of market news on all dairy and poultry products.

The Marketing Agreements Division will be responsible primarily for administering the provisions of the Agricultural Marketing Agreement Act for dairy and poultry products, with chief emphasis on the Federal milk marketing orders. For the time being, Mr. Welden will direct the activities of this division. Paul L. Miller will serve as assistant chief of the division. The Marketing Agreements Division will also be concerned with other activities of AMA as they affect fluid milk marketing, particularly in the areas covered by Federal orders.

Mr. Termohlen will be chief of the Poultry Products Division as well as assistant chief of the branch in charge of poultry. Joseph W.

Kinghorne will be assistant chief of this division. The Division during the emergency will concentrate on the responsibility of AMA to secure the production and purchase of the poultry products needed for war uses. It will also be responsible for the development of market grades and standards, for securing the adoption of improved marketing practices and techniques, for marketing research, and for all other marketing activities of AMA involving all products of the poultry industry.

The Dairy Products Division, in a similar way, for the period of the emergency, will be concerned primarily with purchase and diversion programs, processing and production facilities, and other marketing problems for the dairy products needed for emergency uses. Dr. Stitts will direct the activities of this division for the time being. Harlan J. Emery will be assistant chief of the division. The functions of this division will also include activity on market grades and standards, marketing methods and practices, and other marketing activities of AMA for all dairy products, particularly the manufactured products such as butter, cheese, evaporated milk, and powdered or dry milk products.

Roy F. Hendrickson

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

October 29, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement Q

Reassignment of Functions of the Purchase Branch

Experience indicates that we can further increase the efficiency of AMA by fixing more definitely responsibilities in the various organizational units.

Effective November 2, therefore, the Purchase Branch is abolished and its functions transferred as follows:

(a) Appropriate units of the commodity sections of the Procurement Division, together with their present functions, personnel, files and records, are transferred to the appropriate units of the commodity branches as listed below:

1. Appropriate units of the Fruit and Vegetable Section to the Fruit and Vegetable Branch and the Special Commodities Branch hereinafter established.
2. Appropriate units of the Meats, Meat Products and Miscellaneous Section to the Livestock, Cotton, Tobacco Branches and the Special Commodities Branch.
3. Appropriate units of the Sugar, Fish and Oils Section to the Fruit and Vegetable, Livestock Branches and the Special Commodities Branch.
4. Appropriate units of the Grain, Feed and Seed Section to the Grain, Feed and Seed Branch and the Special Commodities Branch.
5. The Dairy and Poultry Section to the Dairy and Poultry Branch.
6. Appropriate units of the Contracts Section to the appropriate commodity branches and the Fiscal Branch.

In all instances in which it is necessary to divide an organizational unit between two branches, individual personnel assignments will be made by a committee composed of the chief of the organizational unit being transferred and the chief or chiefs of the affected commodity branches. Due consideration of the needs of the Special Commodities Branch for personnel shall be given. These committees will be chairmanned by Capt. Ralph Olmstead, Assistant Administrator, assisted by Mr. Harry Dankleberger, Chief of the Organization Division, Fiscal Branch. A supple-

ment to this memorandum specifying such specific personnel assignments will be issued by the Administrator incorporating the agreements reached.

(b) The functions, personnel, records and files of the Custody and Disposition Division of the Purchase Branch are assigned to the Transportation and Warehousing Branch. Assigned to assist Mr. Crow during the transitional period in this transfer is Mr. J. P. Hatch, Assistant to the Administrator. It is imperative that AMA be able at all times to report quickly and accurately all the commodities available or to become available under contract and to move them to port or other destination promptly. The Custody and Disposition Division has complete authority and responsibility for obtaining delivery orders and for ordering commodities purchased to storage or to other destinations; for receipt, transportation and other handling of all goods purchased, including arrangements for delivery with vendors under contracts, and including port condition matters and all port operations. This responsibility will include providing storage space for commodities purchased and being accountable for all commodities purchased.

The chiefs of each commodity branch shall designate a liaison representative to work with the Transportation and Warehousing Branch. The functions of these liaison representatives shall be to speak fully for the commodity branch in all matters pertaining to procurement, shipping, storing, and all other procurement activities concerning both the commodity branches and the Transportation and Warehousing Branch. Each commodity branch shall notify Mr. Crow of these designations by November 5. In turn Mr. Crow is expected to designate for the custody and disposition work of his branch such liaison men as are necessary in order to insure close collaboration between purchasing, transportation and storage activities. In this connection the commodity branches having responsibility for purchases are directed to give consideration, as an item of costs in purchasing, to transportation costs measured both in the sense of direct financial transportation charges and also to contributing to the economy of transportation for the country as a whole. In other words, for example, f.o.b. cost product Cleveland plus transportation to New York should be measured against not only f.o.b. cost Lincoln, Nebraska, plus transportation to New York, but definite preference should be given, unless transportation facilities at that time are not overcrowded, to the shortest hauls.

(c) The appropriate field functions, personnel, records and files of the Purchase Branch involved in procurement operations are transferred to the appropriate regional offices. Appropriate field functions, personnel, records and files of the Purchase Branch involved in custody and disposition operations are hereby placed under the direction of the Transportation and Warehousing Branch.

The Washington functions, personnel, records and files of the Division of Field Operations are transferred to the Transportation and Warehousing Branch.

(d) The functions, personnel, records and files of the Division of Program Planning and Operations of the Purchase Branch are hereby assigned as follows:

1. The Lend-Lease Section, the Territorial and Caribbean Section, and the Distribution and War Relief Section are transferred to the Office of the Administrator, reporting to Mr. J. P. Hatch, Assistant to the Administrator:

- a. Russian Program - L. N. Swenson
- b. British Program -
- c. Caribbean and T.E.P. Programs - Paul Petzoldt
- d. Red Cross, Refugee Relief, Civilian Defense, War Relocation Programs and the Office of the Coordinator of Inter-American Affairs - J. Leo Hood
- e. Army and Navy and others (Sales and Transfers) - J. P. Hatch

These officers will serve as program liaison men in the best sense of the word. Since each program of the AMA is the direct concern of all branches, it is desirable that some one official be available to handle special problems arising in the various areas of our operation. These liaison men will not develop staffs nor will they assume direct operating responsibility. Their work is not in substitution for but in addition to the program work of the several branches. They are to remain free to exercise initiative, to discuss the many phases of each program with persons and groups outside the Administration, and to follow through on special problems. They are expeditors.

2. The inventory and availability reporting functions together with appropriate personnel, records, etc., are transferred to the Transportation and Warehousing Branch. The Transportation and Warehousing Branch has complete responsibility and authority as indicated before for reporting availability. The function of the Analysis and Reports Section in so far as it concerns the consolidation of availability reports from the Transportation and Warehousing Branch, requirements reports and statistics from the Assistant Administrator in charge of Requirements, and reports of purchase from the various commodity branches, is transferred to the Administrator's Office. An appropriate unit under the direction of Dr. Norman Leon Gold will be responsible for the consolidated reports. The function of the Analysis and Reports Section of providing estimates of cost for supplying commodities is transferred to the Fiscal Branch. The procurement analysis functions of this section are transferred to the appropriate commodity.

3. The Contractors Services Section is transferred to the Assistant to the Administrator in charge of Priorities, Mr. J. B. Wyckoff. It is suggested that specifications for containers in announcements and contracts be cleared with Mr. Wyckoff's office. Discussions with other officers of the Department and the government should be cleared through his office.

4. The function of establishing, defining and interpreting the authorities under which AMA purchase programs are operated is transferred to the Program Services Division hereinafter established in the Fiscal Branch. The function of conducting general studies of purchase procedure in the various commodity branches both in Washington and in the field is transferred to the Organization Division of the Fiscal Branch. The service with respect to advising on and clearing contract forms for commodity branches will be supplied by the Program Services Division.

The commodity branches will have complete responsibility for the initiation, formulation and execution of all purchase programs, decentralizing progressively as much as possible of the operation to our regional offices. These functions include maintaining at all times complete and reliable information on current and anticipated requirements for their commodities for all programs, present and prospective production needs, available and projected processing facilities, supplies on hand, and anticipated volume of imports and exports, AMA and other governmental and non-governmental inventories and location of supplies. In addition the commodity branches will maintain up-to-date technical data on price trends and the general economic situation for their commodities, purchase specifications and containers suitable for each commodity. The commodity branches will receive requisitions from the Assistant Administrator in charge of Requirements, Mr. Holt, and will have from that point complete responsibility for meeting requirements and contingency reserves, initiating such action as is necessary to assure the allocation of funds for contingency reserves. The commodity branch of course is expected to plan for the future and to maintain so far as possible adequate inventories of commodities. It is expected to take the initiative in seeking, where needed, such procurement aids as WFB orders, rationing, etc.

It will be the direct responsibility of the chief of the commodity branch concerned if AMA fails to purchase any requirements needed for the war effort.

When on the basis of a requisition or a known future requirement a decision is made to purchase, the commodity branch will issue its own purchase announcements and make determinations including the amount to be purchased, price specifications on commodity and container. Each commodity branch shall consult with the Custody and Disposition Division of the Transportation and Warehousing Branch with respect to delivery terms of all contracts. The commodity branch will receive offers to sell and accept or reject such offers. If a contract is to be entered into the commodity branch will determine the contract award and execute the contract, employing the method of purchase considered necessary. It will notify the Transportation and Warehousing Branch and the Program Services Division of the Fiscal Branch at once. The commodity branch will be responsible for inspection of the commodities which it has purchased. It will be responsible for amendments to contracts and assessing damages wherever a vendor fails to fulfill contractual obligations. It is axiomatic that authority and responsibility in any governmental operation go hand in hand. The intent of this memorandum is to establish clearly

and succinctly that commodity by commodity the branches of AMA have complete authority and complete responsibility. It is expected of course that chiefs of commodity branches or other officials in such branches will, whenever there is a need, consult the Administrator or an appropriate member of the Administrator's staff, but this consultation is not to become a formalized method of seeking "approval" of its actions, thereby transferring responsibility to someone else.

This substantially increased delegation of responsibilities to the commodity branches must be matched by a will on their part to re-delegate authority within the branches. The chiefs of the commodity branches are hereby authorized to execute contracts and amendments thereto. It shall be the policy for branch chiefs, in turn, to delegate this authority to employees of the branch responsible for negotiating contracts and for related operations under contracts. The execution of contracts should not be a perfunctory act but should be performed by individuals having first hand knowledge of the negotiations. Employees to whom authority has been delegated by the branch chief to execute contracts should sign such contracts in their own names rather than in the name of the branch chief.

Particular effort should be made to delegate functions that can best be carried on in the field to regional administrators. Work in the field of market news, inspection and regulatory work can and should be similarly decentralized. The same principle is applicable to the Transportation and Warehousing Branch. If necessary to accentuate this desirable trend, a limit on further expansion of personnel at Washington will be established.

Under Section 32 purchase programs, the commodity branches will have complete responsibility at the Washington level for formulating programs upon the recommendation of the regional administrator or other sources. When the need to purchase has been determined in the commodity branch and the program is formulated, the commodity branch will confer with the Distribution Branch and the regional administrators on the prospects of the program, supply information on the probable areas of purchase, quantities to be purchased, and other relative material. For weekly or other periodic purchase and shipping plans the commodity branch will obtain preliminary information on available supplies, prices, quality, and recommendations from the regional office, and, after consultation with the Distribution and Transportation and Warehousing Branches, will complete the purchase plans for that period and send the approved purchase and shipping plans to each regional office as well as to the Distribution Branch. The Distribution Branch in cooperation with the Transportation and Warehousing Branch will determine delivery orders assignable to each region, and instruct the regional offices accordingly.

The functions of the Assistant Administrator in charge of Requirements, as outlined in Administrator's Memorandum No. 3, Supplement M, are hereby amended by the above assignment to the Commodity Branches of responsibility for announcements of requests for bids, contract awards, negotiated purchases, amendments to contracts, damages where the vendors are unable to fulfill contractual obligations.

Appropriate personnel, records and files of the office of the Assistant Administrator in charge of Requirements relative to the budgetary and financial phases of Lend-Lease purchase operations are transferred to the Budget Division of the Fiscal Branch. Thus relieved of routine, the Assistant Administrator in charge of Requirements will be enabled to enlarge his activities with respect to: (1) ascertaining all overall requirements as far in advance as possible and communicating these promptly to the appropriate commodity branch, the Transportation and Warehousing Branch and the Assistant to the Administrator in charge of Liaison Relationships; (2) guarding AMA against any lag in efforts to seek appropriate regulatory measures to aid our procurement efforts; (3) seeing that AMA needs for national and international allocations are cleared up promptly with the Foods Requirements Committee of WPB and the Combined Food Board; (4) studying and recommending to the Administrator changes in purchase methods reflecting the rapid changes now under way; (5) constantly examining the synchronization of purchasing and shipping and recommending to the Administrator changes in either, recognizing our changing capacity to produce and process foods. The commodity and other branches shall supply him with such reports as he may require to facilitate analysis.

There is hereby established within the Fiscal Branch a Program Services Division. It shall be the function of this Division to estimate costs in connection with filling requisitions and with the establishment of prices for the sale and transfer of inventories. This Division shall also be responsible for the function of establishing, defining and interpreting the authorities under which AMA purchase programs are conducted; for advising and clearing contract forms for the commodity branches; for advising on and establishing within the commodity branches a uniform contract handling and clearance function and for providing other related program services. Mr. J. W. Stewart is designated Chief of the Program Services Division.

A large number of commodities require more intensive attention than they are now receiving and accordingly a Special Commodities Branch is hereby established which shall have for the commodities transferred and assigned to it the same responsibilities as commodity branches have for the commodities remaining assigned to them.

This branch will have complete responsibility for the initiation, formulation and execution of all purchase programs as delegated to other commodity branches in this memorandum for the following: fish, including the Icelandic program; fish oils; vitamins and vitamin products; enzymes; coffee; tea; sugar, corn sugar, corn starch, and related products except honey including the Santa Domingo and Haitian contracts; vinegar and condiments; spices; finished jams and jellies; beverages, except milk; baking powders; baking soda; salt; Army biscuits; yeast; bananas; cocoanuts; pharmaceuticals; carotene; chocolate; cocoa; gelatin, and other miscellaneous items purchased by AMA not now falling properly in the present commodity branches. In addition this branch shall have responsibility for carrying out, subject to existing agreements or agreements hereinafter entered into with the Commodity Credit Corporation, all purchase programs with respect to any commodities purchased outside the United States, its territories and insular possessions. When the commodity is one regularly assigned another

branch, the Special Commodities Branch shall of course consult the appropriate branch in formulating the program but the actual purchase operation shall be performed by the Special Commodities Branch. This includes purchases of dried fish in Newfoundland, Canada, the Bahamas or elsewhere, purchases of foodstuffs in the Dominican Republic and Haiti for export to Puerto Rico and the Virgin Islands, purchases of pickled beef in Cuba and any other similar purchases assigned to AMA. The Special Commodity Branch shall also have responsibility at the Washington level for the purchase of foodstuffs produced in Puerto Rico and the Virgin Islands pursuant to the cooperative agreement between the Secretary of Agriculture and the Secretary of the Interior.

In order to avoid setting up duplicating inspection services, the Special Commodities Branch shall as far as possible arrange for inspection by the established staffs of existing branches.

Within the Special Commodities Branch there is established the Fish Products Division which shall have as its responsibility the planning and execution of the fish procurement program.

Mr. H. C. Albin is designated Chief of the Special Commodities Branch. Gordon Peyton is designated Assistant Chief of the Special Commodities Branch. Mr. Lawrence T. Hopkinson is designated Chief of the Fish Products Division. The present functions, personnel, records and files concerned with the above-mentioned commodities shall be transferred from the branches in which they are now located to appropriate divisions in the Special Commodities Branch, herewith established.

The Sub-Committee on Shipping which meets with representatives of the Soviet Government Purchasing Commission and the British Food Mission will be reorganized in view of the re-alignment of the functions of the Purchase Branch. Each Commodity Branch Chief will appoint a suitable member to serve on this committee, notifying J. P. Hatch, who will continue to act as Chairman of the Committee. The person designated by the Commodity branch as Liaison to the Transportation and Warehousing Branch shall act as the representative on the shipping committee.

Roy Z. Hendrickson

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration.

November 9, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement R

Commodity and Program Review Meetings

Because of the widespread nature of our activities, we must rely on a great deal of joint committee work in order to push ahead on our assignments and to keep ourselves mutually informed on the most recent developments. Aside from the meetings currently being held, I would like to recommend that the following should be scheduled in my office:

1. Periodic meetings on over-all commodity reviews. Such meetings are designed to make possible a very broad survey of the prospective food supply situation in relation to requirements of the military forces, civilians, and the United Nations, and to include definite suggestions in the way of management, regulation, purchase and storage for a considerable period ahead. These meetings cannot be scheduled regularly, but should take place periodically as special problems develop.

2. Program review meetings. At these meetings we should look at individual programs, frequently in cooperation with the representatives of the particular missions or agencies, for the purpose of discussing periodic changes in total annual requirements, the three month forward shipping program, and the shipping and requirements program for the balance of the year. I believe we need one meeting a month on this for each of the following: The U.S.S.R. program; the British program; the Caribbean and Territorial Emergency Program; Army, Navy, and other cash sales; and Red Cross Refugee Relief, Civilian Defense and other programs.

I would like to request that, in addition to his other duties, Norman Leon Gold, Special Assistant to the Administrator, be charged with responsibility for planning and programming these meetings, which should be designed so as to economize the time of the Administrator and his staff, as well as the Commodity Branch Chiefs and their associates.

The over-all review meetings should be planned in close collaboration with the Assistant Administrator in charge of requirements, as well as the Commodity Branch members involved. The individual program review meetings should be developed in collaboration with the Assistant Administrator in charge of requirements, the various program liaison representatives, the Commodity Branch heads, and the members of the particular agencies involved.

The basic raw material for the over-all commodity reviews will generally

be Review Tables No. 1 and 2, with which you are already familiar. For the program reviews, tables comparable to those used for the monthly British program meeting should be established and satisfactory summaries and agendas should be provided through the Report Coordination and Analysis Unit in Mr. Gold's office.

Roy F. Hendrickson

Administrator

F-338

Washington, D. C.

December 3, 1942

Supplement S

Basic Reports on Supply and Distribution of Commodities

Basic reports on the supply and distribution of commodities in connection with the various AMA programs shall be issued in accordance with the following schedule and arrangement.

Report No. 1 - Monthly Report on Total AMA Purchases, Stocks, and Clearances: 1

This report is to be issued soon after the first of each month by the Reports Coordination & Analysis Unit. Distribution is currently planned as follows:

Fruit & Vegetable Branch - Mr. Meal - 1 copy
 Mr. Rubel - 4 copies for distribution
 Livestock Branch - Mr. Reed - 1 copy
 Mr. Ferger - 4 copies for distribution
 Dairy & Poultry Branch - Mr. Stitts - 1 copy
 Mr. Day - 4 copies for distribution
 Grain, Feed, & Seed Branch- Mr. Murphy - 1 copy
 Mr. Blackmore - 4 copies for distribution
 Special Commodities Branch- Mr. Albin - 1 copy
 Mr. Garthoff - 4 copies for distribution
 Cotton Branch - Mr. Robinson - 2 copies for distribution
 Tobacco Branch - Mr. Gage - 1 copy
 Mr. Shohan - 1 copy
 Distribution Branch - Mr. Kunkel - 2 copies for distribution
 Fiscal Branch - Mr. Robertson - 4 copies for distribution
 Transportation & Warehousing
 Branch- Mr. Crow - 1 copy
 Mr. Quinn - 4 copies for distribution
 Marketing Reports Division- Mr. Sandstrom - 2 copies for distribution
 Program Appraisal Division - Mr. Reed - 2 copies for distribution
 Administrator's office:

Mr. Hendrickson - 1 copy
Mr. Kitchen - 1 copy
Captain Olmstead - 1 copy
Mr. Holt - 1 copy
Dr. Waugh - 1 copy
Dr. Gold - 1 copy
Mr. Hatch - 1 copy

1 For additional copies or information concerning it, call Mr. A. J. Quinn, Extension 3090, Transportation and Warehousing Branch.

Report No. 2 - Monthly Report on Requirements and Availability:

This report is a detailed breakdown of uncleared stocks as at the first of each month and outstanding unfilled program or mission requirements for three months in advance, and the balance of the fiscal year.

It is issued by the Reports Coordination & Analysis Unit on about the third of each month.

Following receipt of this report each commodity Branch will use it as a basis for allocating inventory to the various programs or missions, in accordance with Administrator's Memorandum No. 15, Supplement B. This may be done by filling in the blank columns with appropriate figures, notes and comments.

Two copies, with allocation indicated should be forwarded immediately to Mr. Crow's office (Transportation & Warehousing Branch) on the day following receipt of the report, or as soon thereafter as possible. These copies then become the guides for indicating "availability" to the various programs or missions in monthly shipping reports and program reviews. For this reason, it is imperative that the allocation be made as rapidly as possible and be made available to the Transportation & Warehousing Branch immediately thereafter so that the month's shipping schedules can be established. In addition, one completed copy should be distributed to Mr. Hatch and Dr. Gold. /1

If, during the month, conditions arise which seem to necessitate a revision of the allocation to meet emergency requirements, the Commodity Branch concerned should be consulted immediately and upon a decision to make the revision, the Transportation & Warehousing Branch should then be notified by a written amendment so that an appropriate change in availability to those missions concerned can be made on shipping reports and program reviews currently in issue.

The procedure of allocating uncleared stocks through the use of Report No. 2 although at best a rough estimate, nevertheless provides at least a general basis for planning commitments to programs.

Distribution of the original reports is as follows:

Commodity Branches - 10 copies each
Transportation & Warehousing Branch -
5 copies each
Cotton Branch - 5 copies each
Tobacco Branch - 5 copies

/1 For details concerning this procedure call Mr. Lee Dake, Extension 3607 and 3608. For additional copies of the report call Mr. A. J. Quinn, Extension 3090.

Administrator's office:

Mr. Hendrickson - 1 copy
Mr. Kitchen - 1 copy
Captain Olmstead - 1 copy
Mr. Holt - 1 copy
Dr. Gold - 1 copy
Mr. Hatch - 5 copies

Redistribution by each Commodity Branch of reports with allocation noted as follows:

Transportation & Warehousing - Mr. Crow - 4 copies
Dr. Gold - 1 copy
Mr. Hatch - 1 copy

Report 3-A (B, C, etc. etc.) - Weekly Report on the Monthly Shipping Schedules:

These shipping schedules provide a basis of discussion in the Sub-Committee meetings on Shipping and are prepared specifically for those meetings. They represent our monthly commitment on "availability" of AMA stocks to each mission or program (as outlined by the Commodity Branches in Report No. 2), and provide each week a recapitulation of our progress in delivering those available commodities to ports. Ten copies are prepared by the Shipping Section of the Transportation and Warehousing Branch for distribution at each committee meeting. In addition, summaries of these (30 copies) are prepared for use in the Administrator's office. /1

Report 4-A (B, C, etc.) - Program Reviews:

In accordance with Administrator's Memorandum No. 2, Supplement R, program reviews covering three months in advance and the balance of the year are scheduled in the Administrator's office for major programs. In preparation for these meetings, Program Review Reports will be prepared for the immediate succeeding three months' period, month by month and the balance of the fiscal year, covering requirements and availability (as allocated in Report No. 2 and amendments) appropriate for each program, and conforming as to "availability" in the current month with the "availability" shown in the current Shipping Schedule (Report 3-A (B, C, etc.)).

Using these reports as a guide, each Commodity Branch will prepare a statement, for discussion at the Program Review Meeting of "anticipated availability" which it is believed can be applied against shortages appearing on the Program Review Report. These reports are prepared by the Reports Coordination & Analysis Unit, generally from the 15th to the 25th of each month. /2

/1 For additional copies, call Mr. A. J. Quinn, Extension 3090.

/2 For information on procedure call Lee Dake, Extension 3607 - 3608.
For additional reports call A. J. Quinn, Extension 3090.

Distribution will be as follows:

Mission or Agency (where included) - 10 copies
Food Commodity Branches - 6 copies
Cotton Branch - 2 copies
Tobacco Branch - 2 copies
Distribution Branch (when Section 32 program being reviewed - 4 copies

Administrator's office:

Mr. Hendrickson - 1 copy
Mr. Kitchen - 1 copy
Mr. Holt - 2 copies
Captain Olmstead - 1 copy
Dr. Gold - 1 copy
Appropriate liaison man - 2 copies

Report No. 5 - Monthly Commodity Review Table.

Report No. 6 - Quarterly Commodity Review Table.

These reports prepared by each Commodity Branch in part from information secured from Report No. 1 provide a long-term and short-term forward purchase plan for each commodity. These are to be used, among other things, for the commodity review meetings to be scheduled periodically with the Administrator in accordance with Administrator's Memorandum No. 2, Supplement R.

They are to be distributed by the Commodity Branches on or about the 17th of each month as follows:

Mr. Hendrickson - 1 copy
Mr. Kitchen - 1 copy
Captain Olmstead - 1 copy
Mr. Holt - 1 copy
Dr. Gold - 1 copy
Transportation & Warehousing Branch (Mr. Crow) - 1 copy
Consumers' Council Division (Mr. Donald E. Montgomery) - 1 copy

Report No. 7 - Monthly Report on Inventory of GCP Purchases.

This report provides a detailed statement of uncleared stocks by location, grade, and type of package. It is prepared by the Records & Report Section of the Transportation and Warehousing Branch and is issued approximately the 17th of each month. /1

Distribution is as follows:

Commodity Branches - 6 copies each
Transportation & Warehousing Branch - 20 copies
Fiscal Branch - 2 copies

/1 For information or additional copies call A. J. Quinn, Extension 3090.

Administrator's office:

Mr. Hendrickson - 1 copy
Mr. Kitchen - 1 copy
Captain Olmstead - 4 copies
Mr. Holt - 2 copies
Dr. Gold - 1 copy
Mr. Hatch - 5 copies

8. Special Reports:

Lend Lease Goals and Shipments is issued by the Reports Coordination and Analysis Unit on Thursdays for the Secretary and the Administrator's office (14 copies). The covering letter to accompany this report will be prepared by Mr. Dake for clearance through Dr. Gold's office.

Clearances of Foodstuffs to the U.S.S.R. under Lend Lease is issued by the Reports Coordination and Analysis Unit on the 10th of each month for the office of Lend Lease Administration and the Administrator's office (14 copies). The covering letter will be prepared by Mr. Dake for clearance through Dr. Gold's office.

Monthly Reports on Purchases and Deliveries. At the end of each month each Branch shall provide the Marketing Reports Division with a summary of all its purchases during the month, showing for each commodity the quantity and f.o.b. cost for the month, and cumulative figures since the beginning of the expanded purchase program in March 1941. The data for the monthly report on deliveries to the United Nations for shipment will be provided by the Reports Coordination and Analysis Unit.

Standard Practices & Procedure

1. All reports will be prepared in accordance with standard commodity groupings and, wherever practicable, commodities for a particular branch will be shown in separate sections. These separate sections will be distributed to appropriate Commodity Branches and Commodity Units within the Transportation & Warehousing Branch.
2. Distribution to appropriate offices within the Regions is the responsibility of each Branch receiving a report. It is expected that requests for additional copies will be made in advance of the preparation of the reports.
3. Report forms and definitions will be in accordance with standards already agreed upon.
4. In the interests of uniformity, all commodity coding or abbreviating will be done in the Records and Reports Section of the Transportation & Warehousing Branch.
5. All reports will be prepared through the use of a standard table of conversion factors.
6. No other reports on the subjects covered by these basic AMA reports should be used internally. If the need for any additional regular report seems imperative, it should be referred to Norman Leon Gold for discussion and determination.
7. All reports are secret and confidential and are not for public distribution. Individual missions or agencies should receive only the specifically agreed upon reports.
8. From time to time it becomes necessary to prepare special summaries of data of particular interest in connection with some specific function of the AMA. Stock position or individual commodity inventory reports are reports of this type. They can be prepared for Commodity Branches, upon request, by the Records & Reports Section of the Transportation & Warehousing Branch.

However, due to the difficulty involved in making special reports, requests for these reports must be held to a minimum. Such special reports must never interfere with the regular reports outlined here. /1

Operating Data Correlated with Reports:

1. Purchase Abstracts

These abstracts provide the basic information from which all of the reports described above are derived. They are also the principal source of purchase data from which the Marketing Reports Division makes its

/1 Where necessary, such special requests should be made through A. J. Quinn, Extension 3090.

highly important day-to-day summaries for press releases and market information. Finally, these abstracts form the link between the flow of operations between the Commodity Branches and the Transportation & Warehousing Branch.

For these reasons, it is absolutely imperative that abstracts be prepared with complete accuracy, the latter part of each day on all purchases made during that day and distributed immediately on the same day, or 9 o'clock the following morning as follows:

- 10 copies to Mr. Guthrie (Transportation & Warehousing Branch)
- 2 copies to Mr. Sandstrom (Marketing Reports Division)
- 2 copies to Mr. Robertson (Fiscal Branch)
- 1 copy to Mr. Joslin (Office of Asst. to Administrator Mr. Wyckoff)

2. Requirements and Requisition Data

As these data becomes available in the form of summary tables and Daily-information summaries, they will be distributed by the Office of the Assistant Administrator in charge of requirements (Mr. Holt), to all Commodity Branches, Dr. Gold's office, Mr. Hatch's office (Liaison) and to the Transportation & Warehousing Branch (Mr. Crow, Mr. Guthrie, Mr. Brock, Mr. Barwin - 1 copy each, Mr. Quinn - 2 copies).

Copies of the requisition data handled by the Assistant Administrator in charge of requisitions (Mr. Holt) will be forwarded immediately to Commodity Branches, the Fiscal Branch (Mr. Robertson), and to the Transportation & Warehousing Branch, (Mr. Guthrie, Mr. Quinn - 1 copy each).

3. Monthly Shipping Priorities are received from each of the major missions and become the principal guide for the month's shipping schedules. These are to be made available immediately upon preparation by the program or mission to Mr. Hatch's office for distribution to the Transportation & Warehousing Branch through Mr. Brock. For this purpose, 5 copies are necessary, and they will be placed immediately in the weekly shipping reports.

Purchase Data

All Commodity Branches will be expected to prepare a Daily Summary of Purchase Announcements and a Weekly Purchase Calendar for distribution immediately upon release to the Marketing Reports Division - (Mr. Sandstrom's office - 2 copies), the Transportation & Warehousing Branch (Mr. Crow, Mr. Quinn - 1 copy each), Mr. Joslin (Mr. Wyckoff's office), and the Fiscal Branch (Mr. Robertson). The Daily Summary should be issued each day upon decision to release. The Weekly Calendar should be issued Monday morning.

AMA purchase announcements and purchase reports provide information needed by hundreds of producers and processors providing essential foodstuffs for war purposes. They must have such information promptly if they are to meet these needs. That is why AMA purchase announcements are mailed or wired to processors and marketing organizations all over the country, and copies made available to trade papers and the general press. Our detailed purchase reports serve as a market guide to more than a thousand vendors.

The cooperation of producers and processors in providing foodstuffs, particularly on the part of average-size concerns, is due in substantial measure to the fact that detailed information on each purchase is reported. This is a service which the rank and file of processors usually do not get from the Government. It is evidence to them that even in time of war democratic government is capable of equity and fair play in dealing with business people.

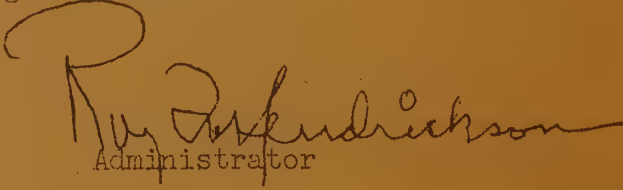
Every time we do not report a purchase, or if we delay unnecessarily in getting out purchase information, we run the risk of breaking down this cooperation and the confidence in AMA operations which has been built up through our methods of purchase and the prompt reporting of purchase information.

To continue the effectiveness of the purchase reporting system, it is important that the various Branches report their announcements of purchase intentions promptly and smoothly to the Marketing Reports Division, and to follow through in the same manner with the purchase abstracts and other information on which the detailed purchase reports are based.

Commodity

Each Branch Chief should designate a liaison representative and an alternate responsible for providing the needed flow of announcements and purchase information to the Marketing Reports Division.

No release of purchase information should be made by Commodity Branches before the information has been posted by the Marketing Reports Division for the general press, and every effort should be made to use the Market Reports releases in answering inquiries.


Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

December 3, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement T

Establishments of Pricing Division, Fiscal Branch

In order to properly emphasize and organize the pricing functions of the Agricultural Marketing Administration without detracting from program service functions which were assigned to the Program Services Division of the Fiscal Branch by Memorandum No. 2, Supplement Q, there is hereby established a Pricing Division within the Fiscal Branch, and the pricing functions are hereby transferred from the Program Services Division to the Pricing Division.

Mr. John F. Killea is designated Chief of the Pricing Division.

Ralph W. Filistrud

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UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

December 30, 1942

ADMINISTRATOR'S MEMORANDUM NO. 2

Supplement U

Regionalization of Market News

Commodity branch chiefs and heads of the market news services in Washington recognize the need for coordinating the services in the field. The establishment of the Agricultural Marketing Administration regional offices has provided a mechanism for this coordination. Accordingly, as of January 1, 1943, each regional office is hereby charged with the responsibility of carrying on the routine market news work of the region. Market news men in each region will report to the Regional Administrator and will serve in an advisory capacity to the Regional Administrator in connection with commodity market news problems. As needed, they will devote a portion of their time to the development of plans to make market news more useful to farmers and others. They will assist in coordinating market news with other marketing activities in the region.

It is generally recognized that there are numerous matters of a national or inter-regional character both of a technical and general policy nature which must receive consideration at some central point. Direction of such matters which are of a technical nature remains in the commodity branches in Washington. For example, when a commodity originating in a particular region has a national market, data for the commodity should be obtained and reported on a comparable basis throughout the country. Assuring comparability will involve determination of the grades and classes in which a commodity will be reported. This must necessarily remain a primary responsibility of the market news men in the commodity branches in Washington. Of course, as in all such matters, the need for national comparability must be weighed against the special problems and requirements of the regions.

Matters of general policy supervision, national or inter-regional in character, will remain a function of the Marketing Reports Division in Washington. In these matters relating to coverage, style, traffic over the leased wire, and effective dissemination, central supervision is required to insure a vigorous and integrated national market news.

In summary, this delineation of the market news functions provides that:

- (1) The market news men in each region with the approval of the Regional Administrator will determine operation of their program so far as it concerns the region.

- (2) The Regional Administrator will be responsible for the coordination and integration of the market news service in the region. Each Regional Administrator will have administrative authority over the market news in the region.
- (3) The commodity market news men in Washington will provide technical direction on the particular commodities with which they are concerned.
- (4) General policy supervision in national and inter-regional matters will remain the responsibility of the Marketing Reports Division.
- (5) There will be many questions requiring close cooperation and consultation between the Regional Administrator and the commodity branches. This is a desirable and natural relationship. On such matters as the opening or closing of market news offices, shifting of field offices and the period of time during which an office shall be open, the Regional Administrator shall consult with the commodity branches who have a fund of knowledge gained through long experience.

To make it possible for the Regional Administrator to carry out his responsibility for market news in his region, (1) administrative instructions and directions to the market news men in the field should be transmitted through the Regional Administrator. (2) Where it is feasible, market news offices in the cities in which regional headquarters are located should be quartered in the regional office. (3) Funds for market news shall be transferred to each region on the basis of the work to be done within each region during the fiscal year. Responsibility for expenditure of funds, of course, goes with the allocation of funds to the regions. (4) In cases where personnel is engaged part time on market news and part time in some other function, such as grading or inspection, the exact relationship between the Regional Administrator and such market news personnel shall be worked out in cooperation with the commodity branch concerned. (5) Where the work programs necessitate the inter-regional transfer of personnel, the details of the transfer shall be worked out between the Regional Administrators concerned. When they cannot reach an agreement, the matter shall be referred to the Market News Executive Committee for decision.

To consider market news policies which involve both the Marketing Reports Division and the commodity branches in Washington and to insure uniformity of directions to the field, there is established at the Washington level the Market News Executive Committee consisting of a representative of each of the commodity branches and a representative of the Marketing Reports Division. Mr. Newell will act as chairman.

Roy F. Hendrickson

Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

June 3, 1942

ADMINISTRATOR'S MEMORANDUM NO. 3

Supplement J

Assignment of functions of Associate Administrator

The position of Associate Administrator left vacant by the transfer of Dr. Gaumnitz will not be filled. The functions assigned to that position are being distributed in this and succeeding memoranda. The procurement functions are assumed by the Administrator. In addition to his other duties, Mr. Kitchen will be responsible generally in the field of marketing agreements, and Branch and Division Chiefs should clear matters ordinarily requiring the attention of the Administrator in this area with him.


Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

July 7, 1942

ADMINISTRATOR'S MEMORANDUM NO. 3

Supplement M

Designation of Assistant Administrator in Charge of
Requirements and Requisitions

Effective at once, Budd A. Holt, Assistant to the Administrator, is designated Assistant Administrator in charge of requirements and requisitions in addition to other duties which will be assigned from time to time.

All requests and requisitions for commodities involving Lend-Lease, TEP, Caribbean and other funds looking toward the purchase or shipment of products for use outside the continental United States shall be directed to Mr. Holt. It will be the responsibility of Mr. Holt and personnel attached to his office to arrange for prompt routing of such requisitions or of pre- or post-requisition inquiries or other communications to the appropriate Commodity Branches and to the Purchase Branch. It will be his duty to insure prompt action on requisitions, inquiries, etc., so that our procurement services may be handled in a prompt and orderly manner.

Requests for products by the Distribution Branch shall also be routed to Mr. Holt for clearance.

His functions with relationship to purchases made pursuant to Section 32 will be developed in a subsequent memorandum clarifying the functions of the Commodity and Purchase Branches.

In addition, Mr. Holt will have general charge of crystallizing AMA's position on requirements for farm products, focusing the work of the Commodity Branches which have responsibility for maintaining at all times for their commodities:

1. Prospective production, utilizing data of other agencies as well as information developed by the Branch.
2. Prospective civilian requirements and ordinary exports.
3. The specific needs under Lend-Lease by countries, for the Army and Navy (separately), for school lunch, direct distribution and any other.

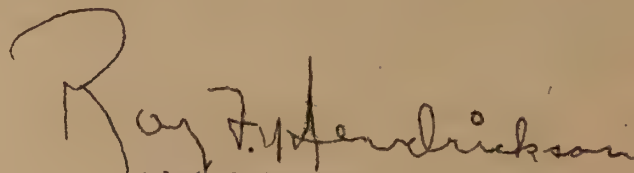
Such requirements shall always be available on a fiscal year basis and in terms of final processed or consumable products as well as in terms of raw materials. Arrangements for ascertaining Army and Navy requirements will be made through Ralph W. Olmstead, Assistant Administrator, in his liaison relationship to the armed services.

Mr. Holt shall arrange for standard methods of maintaining and reporting such data. He shall be AMA's representative, or arrange for appropriate representation, on the Requirements Branch of the Office of Agricultural War Relations. The latter, under the leadership of Dr. Fitzgerald, is in charge of bringing food requirements together for consideration by the Foods Requirements Committee of which Secretary Wickard is Chairman.

In establishing, subject to approval of the Administrator, the AMA position on requirements, Mr. Holt will have the cooperation of the Distribution, Purchase and Commodity Branches, and the Consumers' Counsel Division, as well as agencies both within and outside of the Department.

Mr. Holt will determine if the Purchase Branch and the appropriate Commodity Branches are agreed on (a) announcement of requests for bids, (b) contract awards, (c) negotiated purchases, (d) amendments to contracts, (e) penalties where the vendor is unable to fulfill contractual obligations. All cases of these types should be brought promptly to his attention. If they are agreed, he will approve these as a matter of course unless he is in doubt, when he will refer the case with his recommendation to the Administrator. If they are not agreed, he will attempt to reconcile differences and if they are not promptly reconciled, he will refer them to the Administrator or Acting Administrator for decision.

In the case of penalties involving in excess of \$2,000, he will forward the case with the recommendation of the Purchase and appropriate Commodity Branches and his own recommendation for action by the Administrator. Generally speaking, our policy will be to employ penalties usually employed in commercial practice plus recognition of the fact that we must have results in meeting our own procurement requirements.


Administrator

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UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

March 12, 1942

ADMINISTRATOR'S MEMORANDUM NO. 4

Setting up AMA Policy Committee

Policies in administrative agencies are frequently unclear, unstated and misunderstood. Indeed, a lot of historic precedent, built up and repeated much in the fashion of folklore, often passes for policy.

I believe we should have clearly stated policies in AMA, with reasons for them also clearly stated, and they should be revised as often and as quickly as appears justified.

I have had occasion to study methods of policy making in both public and private organizations. Few are the conscious methods employed; fewer still are clear, and very few are democratic--at least they fail to enlist the resources available in the way of the ideas, suggestions, and brainpower of the personnel of the organization.

One of the best in existence was developed by an oil company with an international organization, employing the A, B, and C conference levels. Another is the senior and junior board system of a large Baltimore concern. There are few systems in public service that are worth examination.

We will develop a system. We propose to have stated policies, to submit them as far as possible in advance of final promulgation to receive suggestions for improvement, criticism, expansion or contraction. And we propose to have a mechanism for prompt consideration of the ideas, suggestions of anyone in the organization on any subject within the field of the AMA.

In keeping with this aim, there is hereby established the AMA Policy Committee with a full-time secretary. The members of the committee are ex officio, the Associate and Assistant Administrators, the Chiefs of all Branches and the Consultant, Office of the Administrator.^{1/} Norman Leon Gold is designated secretary of the committee. He will plan the agenda, draft statements of policy, arrange for their distribution and review and prepare them for final promulgation in the Administrative Memoranda series, and for their revision. The Administrator will be Chairman of the committee, and Dr. Waugh, Assistant Administrator, will be Vice Chairman.

^{1/} Those holding these positions now are: E. W. Gaumnitz, C. W. Kitchen, Ralph W. Olmstead, F. V. Waugh, J. D. LeCron, Carl Robinson, Charles Gage, Edward J. Murphy, Harry E. Reed, J. M. Mehl, W. C. Crow, John B. Canning.

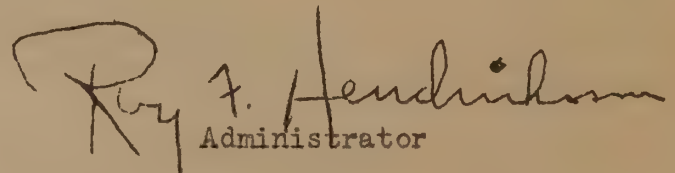
This is in part an experiment in administration, but there is enough precedent to indicate it can work and prove of infinite value to an organization, its personnel and efficiency. The plan may be expanded, and if it doesn't work well, it will be abandoned.

The policies, to be explored, stated and promulgated, are intended to cover eventually our whole program of work. Every effort will be made to keep the distinction between policies and procedures clear--but the two are not totally separate at any time.

When a policy is regarded as unwise, as too narrow, too loose, uneconomic, anti-social or just plain stupid, it is part of the job of an employee to put his objections and suggestions in writing and send this on in writing to his superior. The superior, adding his comments if any, is expected to send this on through the person to whom he reports to the Administrator, who will refer all matters of this kind to the secretary of the committee. The latter, after obtaining whatever background is necessary to assist consideration, will schedule the criticism for appropriate consideration by the AMA Policy Committee. The employee, through supervisory channels, will be notified of action taken, or if no action is taken, why.

One of the reasons that this whole effort is taken is that policy, which is made every day, in some form or at some level of the organization, is too slowly and too ineffectively communicated. This effort will not solve that problem entirely--but it should help.

It is especially important in view of the load of AMA, of the quickly shifting scene, and the necessity for efficient administration of our part of the effort to win this war, that we get decisions quickly, that those decisions be in the light of facts and evidence, that they be as democratically arrived at as possible, and that they be communicated clearly and promptly. The tempo of our whole effort has to be increased, and any long, lingering doubt about policy on anything is unforgivable now.


Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

March 12, 1942

ADMINISTRATOR'S MEMORANDUM NO. 4

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Administrator

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UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

May 13, 1942

ADMINISTRATOR'S MEMORANDUM NO. 4

Supplement A

Objectives of A.M.A.

As we go through the initial stages of developing a consolidated marketing agency, one of the first questions that we have to resolve for ourselves is what we see as our sphere of responsibility. How do our activities fit together, and where are we going? I'd like to develop some thinking on this as a result of discussions with other members of the Agricultural Marketing Administration.

The Secretary of Agriculture has brought together in our agency most of the available marketing resources of the Department. The Agricultural Marketing Administration should function with the same wide responsibility in the marketing field as other departmental agencies operate in the field of forestry, soil conservation, extension education or land-use planning. In terms of responsibility and emphasis, our field of interest can be divided into two distinct parts: that having to do directly and immediately with the prosecution of the war; and that concerned with the marketing structure and its improvement. In practice these two cannot always be separated since both must be considered in terms of each other. But for purposes of setting our sights on objectives, this classification may prove useful.

A. War Responsibilities.

All activities of the A.M.A. must be directed specifically and continuously to winning the war. Actions or programs relating to this must take precedence over everything else. These actions may be viewed in terms of 3 distinct procedures. (1) Assisting in the planning of production and distribution goals. (2) Assisting in the accomplishment of these goals by providing facilities for and securing such supplies as may be necessary for the war effort. This includes establishment of facilities for and supplies of stocks in quantities necessary to meet needs for military purposes, Lend-Lease, domestic markets, and reserve stocks for war and post-war needs. (3) Advising with and consulting other Bureaus and War Agencies on matters directly affecting agricultural marketing problems.

- (1) Production Goals - The A.M.A. is or should be in the best position to advise on the production requirements for Lend-Lease, the military establishments, low-income consumers, other consumers, and stock piles. It should constantly review these with the view always of being prepared for

more or less unpredictable increases in demand. The A.M.A. should also seek to prevent expansion and encourage shifts in production where it is clear that no additional markets can be developed, and urge expansion of products for which increased demand can be expected or encouraged.

- (2) Accomplishing Production and Distribution Goals - Production goals have meaning only by reference to distribution requirements. Facilities for accomplishing production and distribution goals including direct purchases, the Food Stamp Program, marketing agreements, market news information, and facilitation of increased distribution in the normal markets, as well as improved means of storage and transportation. The A.M.A. must assume principal leadership in developing these facilities.

The A.M.A. operates within the frame of price policy laid down by Congress. We are concerned with securing adequate prices and income for farmers. Price is not an end in itself, but is the means of production support to meet the critical needs.

Included as part of the war effort is the responsibility for assisting in the distribution of the domestic food supply so that productive energies for the war effort will be maintained.

Most of the agricultural problems relate not simply to the amount of the supply but to its distribution. Thus, vegetable and milk products may be faced with very acute surplus problems even though there is great need for them domestically as well as for other war requirements. The pressure of increased supplies must not result in breakdowns in the marketing processes or in inflationary price dislocations.

Every facility of the A.M.A. is directly concerned with securing and distributing supplies for Lend-Lease, military needs and the domestic markets. Here the objective is to obtain all the necessary supplies in the most economic way possible and in a manner which will not be a discredit to the Administration. We are interested in keeping speculative factors from unfairly affecting the market and we seek to maintain the widest competitive market consistent with doing the job. We must meet the problems by resort to allocation or requisitioning when that is necessary. We must be prepared to recommend rationing or limitation when that proves advisable.

- (3) Advising With War Agencies - Because of our basic responsibility for tackling the market problems affecting foods and fibres, we cannot afford to wait for the various agencies to understand our responsibilities, facilities and problems. The other agencies expect us to take aggressive leadership and to cooperate with them in the field of agricultural marketing. The widespread activities of the A.M.A. require consultation and advice on a wide number of fronts. The following are simply typical of some of the more important ones:

Price Ceilings: Obviously we must work with O.P.A. on this, in view of lend-lease buying, the delicate inter-relation of prices in relation to production increases, agricultural commitments, as well as our experience in commodity problems.

Critical Material and Equipment: We have to anticipate domestic, military and foreign needs for dehydrated or other processed commodities. We must aid groups in getting priorities and establish plants or facilities wherever necessary.

Transportation and Warehousing: Problems in this field are continuous and we have to have immediate practical answers to each one of them. We must develop and prepare to operate programs that will conserve and use more effectively our transportation and storage facilities.

B. Basic Objectives Relating to the Marketing System.

The Secretary of Agriculture recently (March 24) issued a clear cut statement on some parts of the A.M.A. activity.

"Effective immediately the Agricultural Marketing Administration will have primary responsibility for all action programs dealing with the physical distribution and handling of farm products between the farmer and the consumer, including transportation, storage, processing, standardization, market organization and marketing facilities. This does not include transportation or warehousing activities that are an incidental but essential part of other action programs of the Department such as Commodity Credit or Crop Insurance programs or activities essential to the administration of lending functions of the Farm Credit Administration and its agencies, but does include all activities the primary importance of which is transportation, storage, processing or otherwise facilitating the movement of goods from farm to consumer. This Administration shall keep informed about all problems in this field, make such investigations as are necessary, and take whatever steps it can to make the distribution of farm products as efficient as possible."

That statement can be used as a guide in orientating our thinking and our work in improving the marketing system.

We seek continuous expansion in markets for agricultural products at remunerative prices, as the soundest means of maintaining adequate farm income and meeting the Nation's needs for food and fibre products. To accomplish this we look to our school lunch purchasing and distribution, school milk, the food stamp program and other purchase and distribution activities; the development of new outlets, diversion to new markets; export programs; our packaging and grading work, market news information, consumer education and "drives" to encourage consumption.

We are specifically and continuously interested in farm prices and farm income in the United States and seeing that farmers receive an equitable share of the national income. We seek to accomplish this through expanding consumption; through the various purchase and distribution programs and through marketing agreements; as well as through wide dissemination of accurate information on marketing prices and in preventing abuses to the pricing and marketing system. At the same time we seek to protect farmers and the Nation against the dangers of inflation.

We are interested in reducing costs of processing, transportation and distribution. Our attack on this can be through assisting in provision of improved handling methods, packaging practices, rate of marketing and marketing facilities; seeking to promote most efficient transportation methods; regulating rates charged for various marketing services in accordance with enabling legislation; preventing waste through finding utilization for low grade products by canning, dehydration or otherwise stocking seasonal surpluses, and continuing effective local consumer programs.

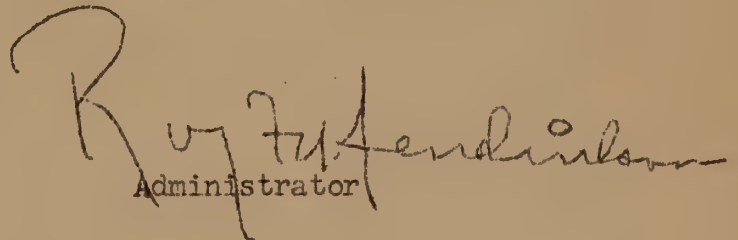
Because approximately half of the consumer's dollar spent for food goes into marketing costs, we cannot ignore stages of marketing which appear to be remote from the farm level. Although we have not yet consciously done it, we should formulate definite opinions on and assist in the development of sound policies toward efficient retail and wholesale business units, prevention of trade barriers and legislation designed to reduce competitive buying and selling, unwise discrimination against the marketing of specific agricultural products or particular types of sales outlets.

We seek to establish better and more orderly marketing. This involves attention to geographic distribution of production in order to meet seasonal needs and necessary carry-overs. We must provide adequate market news and information. This objective can be advanced through our marketing agreement programs for commodities and commodity groups, our work on standards, inspection and regulation and the related market information that we have available.

The Agricultural Marketing Administration does not have exclusive jurisdiction in many of its fields of endeavor. In assuming leadership

in the marketing field, it seeks to project itself through the thousands of others working on and concerned with similar problems. Specifically it works with other agencies of the federal government and especially looks to the state marketing agencies and officials to work with it in developing a national point of view as well as plans and programs relating to the whole field of marketing of agricultural products.

I have not attempted to answer all policy questions that are raised in this statement of objectives. In fact I do not feel that we have established policy on all of them. What we need is a much fuller statement of the practical means of carrying out these objectives. For this reason, I look to every one of you for detailed suggestions as to how to improve our present program or to develop new programs that will give us the greatest possible improvement in marketing.


Administrator

COMMODITY EXCHANGE
ADMINISTRATION

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UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

June 5, 1942

ADMINISTRATOR'S MEMORANDUM NO. 4

Supplement B

1942-43 School Lunch Program

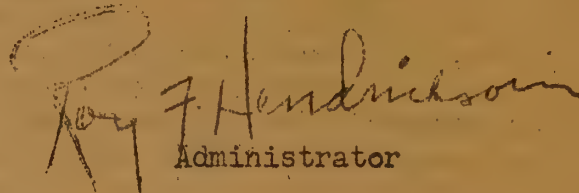
During the past school year commodities shipped by the Agricultural Marketing Administration were distributed to an average of more than 5 million school children during the school year and to a peak of 6.2 million children in February, 1942. The federal cost of the commodities distributed was about 20 million dollars, or 43 cents per child per month. This is an improvement in every way over our previous contributions to the school lunch program. Our foods reached 46 percent more children than in the previous year, and about 240 percent more than in the 1939-40 school year. Our purchase and distribution of agricultural products for this purpose were over 52 percent greater this year than last, and over 380 percent larger than in 1939-40. The amount of food distributed per child, and its variety, was materially greater than in either of the previous two years.

This contribution of agriculture to the well-being of our school children was made possible by the joint effort of state welfare agencies, school boards, parent-teacher's associations, the W.P.A., the N.Y.A. and many others. For the coming school year there are many new problems that must be met. The transportation and storage difficulties will be very great. The labor shortages will require increased ingenuity and volunteer assistance. The Agricultural Marketing Administration is quite conscious of these problems. In order to assist others working on the school lunch program, I wish to indicate the nature of our contribution to the 1942-43 free school lunch program.

1. It is our intention to support a substantially stronger school lunch program for 1942-43. Although the appropriations for the 1942-43 year have not yet been made, we expect to be able to expand.
2. Our expenditure on this program will be substantially larger than last year.
3. This will mean a higher average expenditure per child than at any previous time, and a great variety of commodities. Specifically, we can now assure all persons interested in the program of steady supplies of evaporated milk, one or more fresh or dried fruits, wheat cereal, wheat flour and dry edible beans, sufficient to meet requirements for all children certified for the program. In addition it is reasonably certain that we will distribute nationally steady supplies of one or more additional dairy products, cereal products, potatoes, and eggs, as well as a number of processed or fresh fruits and vegetables. Finally there will be supplies of other commodities available on a temporary or local basis.

The school lunch program is so important to the welfare of all our communities,

that each one of us in public and private life should share in improving it. The people in the Agricultural Marketing Administration are well aware that the supplies it makes available are only one part of the necessities for a successful program. The commodities must be received, stored and distributed. Other products must be bought in order to make the lunches complete and nutritionally adequate. Cooking and serving facilities must be provided. The purpose of this memorandum is to make as clear as possible the extent and nature of the assistance that this Agency can provide, and to urge all persons interested to work with us in establishing a stronger program for the coming school year.


Administrator

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UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

July 29, 1942

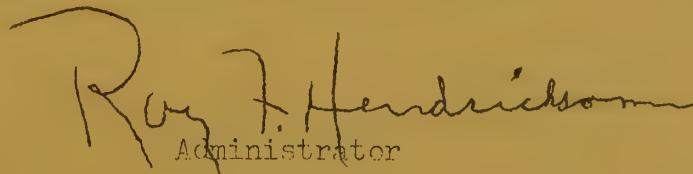
ADMINISTRATOR'S MEMORANDUM NO. 4

Supplement C

Direct Distribution for Families,
Institutions and School Lunch Programs

The policy principles effective in the direct distribution of commodities are:

1. Eligibility requirements for certification shall be the same in the Direct Distribution and Food Stamp programs.
2. Distribution to institutions shall be made only if family and School Lunch program outlets are inadequate for efficient distribution.
3. All non-profit schools and child welfare centers with facilities for serving food shall be eligible for allocation of commodities for use in Community School Lunch programs. All children attending or visiting schools and child welfare centers who are unable to pay the full cost of meals served or who would benefit nutritionally from participation may be included by the responsible officials of the schools and child welfare centers as eligible children in the Community School Lunch program. Commodities shall be allocated for the number of eligible children participating in the Community School Lunch program. It shall be the responsibility of the sponsor to provide lunches at no cost to all children unable to pay for their meals and there shall be no difference in the food, service, or type of meals served to children at no cost, as compared with those served to children making payment. It shall also be the responsibility of the sponsoring agency to avoid any discrimination, such as revealing in any way the identity of children receiving food at no cost.


Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

July 8, 1942

ADMINISTRATOR'S MEMORANDUM NO. 16

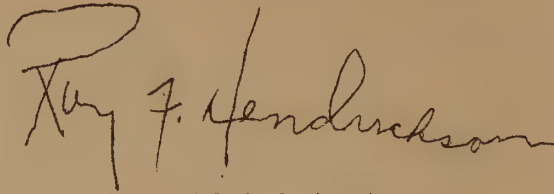
Committees in Connection with Combined Food Board and
Food Requirements Committee and Liaison with A.C.A.A.

A certain number of committees are being established by the Combined Food Board for the study of world production and supply of certain important food items. On a committee to study seeds, Mr. E. J. Murphy, Chief of the Grain, Feed and Seed Branch, has been designated as our member, with Mr. W. A. Wheeler and Mr. E. O. Pollock as alternates. On a committee on livestock and meat products, Mr. Harry Reed, Chief of the Livestock Branch, has been designated as our representative, with Mr. Preston Richards and Mr. Murray Morgan as alternates. On a fats and oils committee, Mr. Harry Reed has been designated as our representative, with Mr. Preston Richards and Mr. Theodore Norman as alternates.

A certain number of commodity committees will also be established in line with the desire of the Food Requirements Committee in which the agency in the Department with primary responsibilities for the commodity will have the chairmanship. To what extent this program will be carried out remains to be determined. However, a beef committee has been established, whose function will probably also include other meats ultimately, with Mr. Harry Reed as chairman, with the Agricultural Conservation and Adjustment Administration, Commodity Credit Corporation and the Office of Agricultural War Relations represented. A committee on fruits and vegetables with the same agencies represented, with Mr. W. G. Meal, Chief of the Fruit and Vegetable Branch, as chairman, is also in process of being established.

I have asked Governor Townsend, Administrator of the ACAA to designate liaison representatives who can represent the over-all ACAA organization in contacts with our commodity branches, and such designations are being arranged. The group of representatives will be headed up by Mr. Joe Reed, Assistant to Governor Townsend, who pending the designation of full liaison representatives will handle the contacts with the various branches. This is an important development because through this system we can hear the problems of ACAA, can obtain its most recent information with respect to production problems and trends, can bring complaints or criticisms promptly to the attention of the appropriate commodity branches, and generally can improve our cooperative relations with that agency. I hope that the commodity branches, not only the chief but all of the principal specialists, will look to the ACAA liaison officer, dealing frankly and freely with him and utilizing fully through him the resources of the ACAA for reaching producers and also in reaching more frequently state and county war boards.

When we arrange for communications to state and county war boards, however, it is important that such communications clear through Mr. J. B. Wycoff so that he may notify our own representatives on the state boards. In fact I think all of us need to improve our efforts in a way of seeing that all state and county war boards are made more nearly aware of what we are doing, how we are dealing with various problems, etc.

A handwritten signature in cursive script, reading "Ray F. Henderson". The signature is written in dark ink and is positioned above the printed name.

Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

July 8, 1942

ADMINISTRATOR'S MEMORANDUM No. 17

Subject: AMA Attitudes on Price Ceilings

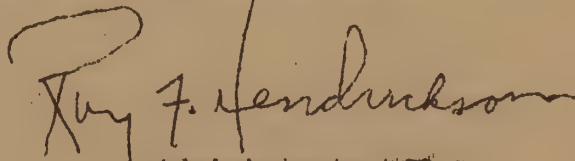
Price ceilings are an integral part of the President's program to prevent inflation. While these ceilings present difficult problems incident to our (a) procurement and (b) necessary price support and other programs, our attitude must be gauged to assist in making them work in every way possible. We have many adjustments to make, not only to price ceilings, but to other programs and situations that the war situation brings. We are now moving swiftly from a phase of moving so-called surpluses to dividing deficits--and the deficits will tend to be larger and more frequent.

Because price ceilings mean hard adjustments and trouble is no reason why we should spurn them. A reasonable administration of a price ceiling program can be made successful--the British, Canadians and others have demonstrated this.

There was no greater domestic tragedy in and after the last war than the land boom. We want fair farm prices but runaway farm prices must ultimately find expression in a land boom which we will all regret this time, too.

The modus operandi for a subsidy program--an essential associate of an unbroken price ceiling policy--can be quickly established if and when Congressional policy clarifies, as soon it may.

Pending such clarification, let us counsel patience to those affected and do the best we can to make the ceiling program work.


Administrator

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UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

July 23, 1942

ADMINISTRATOR'S MEMORANDUM NO. 20

Subject: The School Milk Program and Assignment of
Responsibilities Incident to its Operations

The School Milk program is a major undertaking by AMA in fulfillment of the objectives and philosophy of Section 32--an expanded milk market through increased milk consumption to assist in meeting the minimum milk requirements of school children. It is extremely important for:

- (a) Milk Producers--it provides an increased outlet for the sale of fluid milk.
- (b) Children--it makes an essential supply of milk available at a low cost.
- (c) The Community--it improves the health of its children.
- (d) Education--it strengthens the bodies and invigorates the minds of the pupils.
- (e) The Milk Market--it expands the consumption of milk through increased use of fluid milk in areas with inadequate distribution outlets.

The milk-drinking habit should be established in early childhood and maintained through school life in the interest of national health. The community profits from the School Milk program through the improved health and welfare of its citizens; and milk producers profit immediately through increased consumption, made possible through the School Milk program, and, for the future, by establishing the milk-drinking habit.

This program to increase milk consumption for the benefit of school children and producers in the communities was expanded during the past fiscal year and further expansion within the limits of funds available during the current fiscal year is desirable. The School Milk program should be extended to demonstrate its values to every type of community and condition. Previous expansion has been limited to large population centers. Although there is great need in these large centers, expansion for the future should be limited to smaller population centers in order to secure the widest possible coverage and to more equitably distribute available funds between regions and states and various-sized urban and rural centers. First consideration should be given to small towns, villages, and small-to medium-sized cities. Rural schools--from one-room to consolidated--should also be included since the children attending such schools often receive much less than the minimum amount of milk required for physical strength and mental vigor.

The Old and the Amended Program

The old School Milk program has many technicalities. Tests were required, contracts were awarded, and findings of great complexity were necessary to certify a school as "low income." The second amendment recommended by the Administrator and approved by the Secretary on April 21, 1947, authorized the use of milk diversion payments to non-profit schools, child welfare centers or to non-profit organizations sponsoring the program for milk distributed to children attending or visiting these schools or child welfare centers.

The new School Milk program will be based on a contract in which the sponsoring agency agrees to purchase milk for distribution to the children. The sponsoring agency will purchase milk meeting or least the local minimum health and sanitation requirements which prevail in the area in which the school or child welfare center is located, from any distributor or producer-distributor. The WPA agrees to pay a subsidy to the agency for the milk distributed in accordance with the agreement and will pay the sponsoring agency a sum equal to the price of non-processed milk in the area, f.o.b. city processing plant.

The children who can afford to, will pay the sponsoring agency not more than one cent per half pint. The sponsoring agency will defray all costs above those borne by the children to have the milk processed and distributed in accordance with the local prevailing minimum health and sanitation standards. The sponsoring agency will pay or arrange payment for milk furnished free to children who cannot afford to pay the one cent per half pint. No segregation or distinction shall be made between paying and non-paying recipients. There shall be no limitation on the amount of milk a child may purchase or receive.

It is not necessary to certify a school as "low income," but it is assumed that the sponsoring agency will give preference to schools or child welfare centers where parents have the lowest income. All non-profit schools and child welfare centers will be eligible for participation in the School Milk program.

The average milk consumption by children of school age is far below the minimum standards set by nutritionists. The School Milk program will contribute to and improve the health of children and, at the same time, will divert milk from low-price manufacturing and surplus uses to assure dairy farmers a better market and a fair price for their milk. Dairy farmers should receive fluid-use prices for milk, except where a special price is provided in the applicable regulation in markets under Federal or State milk control. It must be made certain that milk processors do not charge as producers' price one level for school milk and pay producers at a lower level. The price must be established in each instance and reviewed from time to time because milk is marketed in many different ways.

Assignment of Responsibilities

The Chief of the Dairy and Poultry Branch, Chief of the Distribution Branch and the Regional Directors of the Distribution Branch are assigned responsibilities and delegated authority as follows:

A. Chief, Dairy and Poultry Branch.

1. He, or his representatives, as assigned, shall, independently or jointly, with the Chief, Distribution Branch, develop revised or new plans and submit recommendations for changes and improvements in the program, generally, relating to over-all objectives and policy, to the Administrator.
2. He shall be responsible for the decision to establish the program in areas subject to Federal milk regulation or about to become subject to such regulation. This decision shall be taken upon his own initiative, after consultation with the Chief, Distribution Branch, or upon recommendations by the Chief of the Distribution Branch. The Distribution Branch or the Regional offices shall advise Federal milk market administrators of the names of sponsoring agencies cooperating in the markets under Federal milk regulation. The Federal milk market administrators shall furnish to the sponsoring agencies lists of handlers who are not in compliance with the Federal milk orders, agreements, or licenses. No payments by the Agricultural Marketing Administration shall be made on milk purchased by sponsoring agencies from such noncomplying handlers, after sponsoring agencies are given an opportunity to terminate existing contracts with them.
3. He shall review periodic reports and analyses prepared and submitted by the Chief, Distribution Branch, to evaluate the operations of the programs from the standpoint of the Dairy and Poultry Branch and to determine and develop recommendations for revisions and improvements.

B. Chief, Distribution Branch.

1. He shall be responsible for the operation of the program. He shall develop plans and procedures for operation of the program in line with the policy determination of the Administrator.
2. He shall determine the general type of areas in which the program should be inaugurated.
3. He shall require the Regional Directors to obtain survey reports covering areas in which it is proposed the program will be established. Survey reports should contain essential data including the names and types of schools or child welfare centers, estimated number of children who are expected to participate, the period the program is to operate, the estimated AMA cost of the program, the price farmers receive for each class of milk in each area, the price farmers will receive for milk under the program, the price children will be charged, the arrangements for distribution of milk without cost to children unable to purchase milk, the estimated cost to the sponsoring group, information as to financial responsibility or ~~the~~ source of funds of the sponsoring agency, and other essential data which may be necessary to afford a basis for intelligent consideration of the application.

4. He shall instruct the Regional Directors to designate in the name of the Administrator, those areas which qualify for the program within the limitations of this memorandum.
5. The Regional Director or his representative will be authorized to approve and execute contracts and agreements in the name of the Administrator for all areas, within the limitations of policies prescribed by the Administrator and outlined in this memorandum. A copy of the agreement or contract shall be furnished to the Audit Division and a report of the execution of agreements and contracts shall be furnished to the Chief, Distribution Branch, immediately upon execution by the Regional Director or his representative.
6. He may delegate authority to the Regional Director who may in turn re-delegate authority to his representatives to certify claims for payment. Claims for payment by sponsoring agents shall be submitted promptly to the Audit Division.
7. He shall be responsible for obtaining from the Regional Directors such adequate and regular reports as may be necessary to analyze and evaluate the operation of the program in terms of established policies and objectives.
8. He shall take necessary steps to notify the Administrator, Audit Division, and the Budget and Accounting Office of each delegation of authority to sign contracts and certify claims for payment under this program.

Summer Feeding Program

It is understood that in negotiating contracts for the so-called Summer Feeding programs, some of which are now in operation, an expression of operating policy had to be made by the Chief of Distribution Branch to the field prior to the date of this memorandum.

The Administrator concurs with such expression of policy to the following extent:

1. Summer feeding programs involving penny milk distribution on the new AMA-School Sponsor contract basis in areas designated for this program in the fiscal year 1942, or for which contracts are presently in effect, may be continued to September 15, 1942. However, if sponsors desire, consideration will be given by the Administrator's office to continue the program through the school season, provided Regional Directors' requests for such continuance are made in accordance with instructions as to survey and area designation outlined in this memorandum, and the areas and operating conditions come within the policy limitations stated herein.

2. Summer feeding programs involving low-cost milk distribution on the old AMA-Distributor and AMA-School Sponsors contract basis in areas designated in the fiscal year 1942, or for which contracts are presently in effect, may be continued to September 15, 1942, or such other date as may be determined by the Administrator. No additional old-type programs will be authorized.

Roy F. Handrickson/s

Administrator

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Marketing Administration
Washington, D. C.

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December 10, 1942

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ADMINISTRATOR'S MEMORANDUM NO. 28

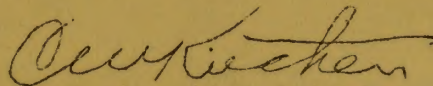
COMMODITY EXCHANGE
ADMINISTRATION

Supplement A

Clearance of Questionnaires

The Bureau of the Budget, in Circulars 360 and 360 Supplement No. 1, requires that effective January 1, 1943 all report forms and other materials to be used by any federal agency in requesting information from any group of ten or more respondents shall be approved by the Bureau of the Budget prior to use. In addition, any request calling for information for use in statistical compilations shall likewise be approved by the Bureau of the Budget.

In accordance with Regulation 1616 and Secretary's Memorandum No. 1042, the Bureau of Agricultural Economics is responsible for clearing with the Bureau of the Budget any such forms and requests proposed for use by the Department of Agriculture, and I am assigning to Mr. S. R. Newell the responsibility of clearing any such AMA forms and requests with the Bureau of Agricultural Economics. Dr. R. K. Gaumnitz of the Program Appraisal Division will assist Mr. Newell in this work, and branches wishing to make surveys should first consult with him to ascertain the feasibility of their request. Forms for the submission of questionnaires and reports should be obtained from him. Requests from the field shall be directed through the Regional Administrator to Mr. Newell.


Acting Administrator

